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CITY COUNCIL MEETING
JANUARY 15, 1986

LODI RESIDENTIAL
DENSITY STUDY

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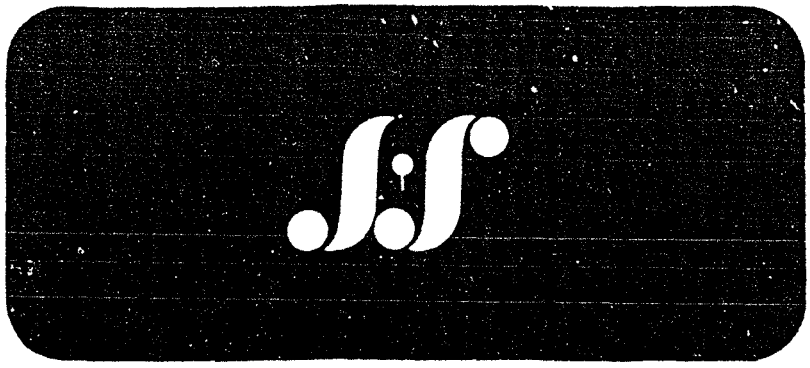
Following receipt of the "Lodi Residential Density Study - Work Plan" as submitted by Jones and Stokes Associates, Inc., Council, on motion of Council Member Snider, Olson second, authorized retaining the firm of Jones and Stokes Associates, Inc. to prepare the subject study and authorized that the cost of this study be funded from the following sources:

$15,000 - Sewer Capital Outlay
$15,000 - Water Capital Outlay
$30,000 - General Fund Capital Outlay

JONES & STOKES ASSOCIATES, INC. 2321 P STREET SACRAMENTO, CA. 95816



LODI RESIDENTIAL DENSITY STUDY

WORK PLAN

Submitted to

City of Lodi
Planning Department
221 West Pine Street
Lodi, California 95246

Submitted by

Jones & Stokes Associates, Inc.
2321 P Street
Sacramento, California 95819

January 2, 1986

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I. INTRODUCTION

The City of Lodi has recently experienced many requests for building permits to construct multi-family residential units in the area of the City known as the "East Side." This increase in apartment construction and occupancy is changing the character of the East Side neighborhood in a number of ways including:

- o Increased traffic, circulation, parking problems
- o Increased demand for public services and facilities
- o Shift in neighborhood demographics
- o Loss of single-family residences
- o Change in neighborhood aesthetic character
- o Encouragement of additional conversions to multi-family housing

In response to these changes, the City has imposed a temporary moratorium on multi-family unit construction while it analyzes potential policy changes to address the future of the neighborhood.

The enclosed work plan presents an approach that the City can follow to develop a planning strategy for the East Side neighborhood. This work plan combines a policy planning process with the California Environmental Quality Act (CEQA) process through which alternative solutions to the City's problems may be developed and assessed. Also enclosed is a proposed schedule and cost estimate for completing the study.

II. WORK PROGRAM

Jones & Stokes Associates has developed the following nine-phase work program for the Lodi Residential Density Study.

Phase I--Project Initiation

This phase lays the groundwork for the remainder of the work plan; it includes the following:

Task 1 Start up Meeting with Planning Department Staff

Task 2 Meeting with Public Facilities Consulting Engineers

Task 3 Site Visit of Study Area

Task 4 Review of and Concurrence with Work Plan

Phase II--Issue Identification

During this phase, Jones & Stokes Associates will determine the issues of concern to persons in the study area, and will develop goals and objectives for solving identified problems.

Issue identification can take many forms, including:

- Discussions with City staff and elected officials
- Community opinion surveys
- "Town hall" meetings
- Planning Commission study sessions

Jones & Stokes Associates recommends that at least one of the above techniques be used to involve the "community" in the planning process.

Phase III--Data Collection/Analysis/Background Report

Once the issues and goals have been identified, background data will be collected. An intensive review of all existing plans, reports, studies, and regulations relating to the study area will be conducted. If necessary, existing information will be supplemented with field investigations. All collected data will be organized and presented in an understandable way.

Tables and figures will be used where appropriate. A background report will be prepared that includes the following:

Task 1 - Background of Greenbelt Initiative

Task 2 - Historical Trends in Study Area

Task 3 - Existing Conditions in the Study Area for each of the Following:

- Land use and planning consistency
- Infrastructure and public services
- Employment/population/housing
- Traffic
- Aesthetics/community character
- Fiscal - Costs

Task 4 - Review of Background Data with City Staff and Consulting Engineers

The detailed data collection methods for the Background Report are described in the following section of this work plan.

Phase IV - Identification of Planning Options for Study Area

In Phase IV, Jones & Stokes Associates will identify and screen options for addressing the density issue in the study area.

Task 1 - Research on Option Possibilities

Task 2 - Description of Options

Task 3 - "Brainstorming" Sessions with City Staff and Consulting Engineers to Assess Feasibility of Alternatives

Task 4 - Screening of Options

Task 5 - Selection of Preferred Options

Phase V--EIR Scoping

After preferred options are developed, Jones & Stokes Associates will commence the EIR process; the first aspect of this will include:

Task 1 Planning Commission Scoping Meeting

Task 2 Notice of Preparation

Phase VI--Prepare Administrative Draft EIR (DAEIR)

A range of alternatives for the study area will be analyzed in similar detail throughout the report. This contrasts with the typical EIR format wherein alternatives are analyzed briefly in a single chapter. Alternatives to be considered will include:

- Existing conditions
- Continuation of moratorium
- Adopted land uses pursuant to the pre-moratorium zoning
- Up to three other options developed in Phase IV

The ADEIR will include the following topics:

- Introduction
- Description of Options (Alternatives)
- Land Use Relationship to Surrounding Area
- Infrastructure
- Housing/Employment/Population
- Traffic
- Aesthetics/Community Character
- Fiscal/Costs
- Noise

Jones & Stokes Associates will prepare an ADEIR for review by City staff. It will be designed to satisfy the format and content requirements of CEQA, the CEQA Guidelines, and the City of Lodi CEQA procedures. After the review is completed, we will meet with the City to receive and discuss comments.

Phase VII--Preparation of Draft EIR

In response to the City's comments, the ADEIR will be modified and 50 copies of the Draft EIR will be delivered to the City for distribution to the public. Jones & Stokes Associates

will prepare the Notice of Completion and deliver 10 copies of the report to the State Clearinghouse.

Phase VIII--Attendance at Planning Commission Hearing

Jones & Stokes Associates will attend a Planning Commission hearing. The consultant's roles at this meeting may include a presentation or merely being available to answer questions, at the option of the City.

Phase IX--Preparation of Final EIR

Following the review and comment period on the Draft EIR, Jones & Stokes Associates will prepare a Final EIR that consists of comments on the Draft and responses to the comments. Fifty copies of the FEIR will be provided to the City for distribution.

Phase X--Attendance at Additional Hearings

Jones & Stokes Associates will attend one Planning Commission and one City Council hearing and will be available to make a presentation or answer questions, at the option of the City.

Phase XI--Implementation Plan

Based on mitigation measures in the EIR, Jones & Stokes Associates will work with the City staff to develop an implementation plan that may include the following:

- Zoning changes
- Design review recommendations
- Fee increases
- Amenity bonuses
- Capital improvement schedule
- Other techniques to implement the selected policy option

III. EVALUATION OF KEY ISSUES

This section of the work plan presents the scope of work and detailed methodologies that Jones & Stokes Associates proposes to follow in preparing the Background Report and the various sections of the EIR. The information generated for the Background Report will be revised and used as the Environmental Setting sections of the EIR.

Land Use

Background Report/Setting

- Describe historical land use trends in Lodi.
- Conduct windshield and/or walking survey of existing land uses in Plan area and describe existing land uses.
- Identify vacant land in and around the study area.
- Describe historical land use and land conversion trends in the study area.

Impacts

- Describe the land use changes that would occur with build-out of each alternative, and discuss the relationship of the proposed Plan to historical trends in land use changes in the project area.
- Identify potential land use conflicts with existing uses and land uses outside the study area, specifically single-family and multi-family interfaces.
- Summarize the differences alternative policies will have on the existing community.
- Compare the alternatives with relevant plans and policies; evaluate the extent to which the alternatives achieve the goals, objectives, and policies of those plans; prepare a "plans and policies" consistency matrix which summarizes the results of this policy evaluation.

Mitigation Measures

- Develop suggested concepts for buffering inconsistent land uses and assuring quality development in the study area.

Population, Employment, and Housing

Background Report/Setting

- Describe the existing population in the study area in terms of total population, household size and income, age by sex, ethnic mix and education; housing stock by type of unit, affordability; age, and condition; and employment by industry and location.
- Describe the current level of unemployment.
- Describe past trends and recent projections of population growth.
- Describe existing housing stock in terms of type, condition, and affordability.
- Compare the existing housing stock to Citywide characteristics.
- Compare the existing housing stock to the City's Housing Element of the General Plan.
- Identify land available for in-fill development.
- Describe past trends and recent projections in housing construction, in terms of prices, locations, and type of units.

Impacts

- Estimate build-out population, employment, and housing levels based on allowable land uses and densities under each alternative. These projections will be evaluated to determine the effect they will have on the existing community characteristics.
- Estimate the number, type, and location of new housing units; determine the impact of new housing on: the mix, condition, and quality of housing types; and housing prices and affordability.

- Evaluate the balance between housing prices, income levels, and future job opportunities.

- Evaluate the relationship between the alternatives and the policies in Lodi's Housing Element of the General Plan and, specifically, its fair share housing allocation.

- Evaluate the impact of the alternatives on the location of multi-family residential units in the Plan area.

Mitigation Measures

- Include suggestions for narrowing the housing affordability imbalance, if necessary.

- Recommend measures to assure quality housing is provided for all income groups.

- Suggest additional approaches to providing a mix of housing types.

Transportation

Background Report/Setting

- Review existing traffic and transportation studies related to the study area, as well as adopted goals and objectives relative to transportation;

- Describe existing traffic, roadway and parking conditions, as well as safety problems in the study area.

- Establish and document existing transportation conditions for transit and other alternative means of transportation.

Impacts

- Compile proposed trip generation rates for each land use type based on data published by the Institute of Traffic Engineers and refine local trip generation data; submit for City review and acceptance.

- Develop quantitative modeling parameters describing future developments in the study area based on the alternative land use options. All modeling assumptions will be documented in advance and submitted for City review and acceptance.

- Estimate future traffic generated by the alternatives. The traffic forecasting process will include:

  1. Estimates of trip generation levels (daily, and p.m. peak).

  2. Definition of networks representing major street linkages and service levels for each alternative and major external linkages with the study area.

  3. Estimates of study area trip distribution patterns for each alternative.

  4. Estimates of nonstudy area trips (through-trips) which must be accommodated in study area based on prior analyses, if available.

  5. Traffic assignments for each alternative.

  6. Estimates of modal split (i.e., transit use).

- Perform traffic impact analysis of the alternatives including comparisons of volumes, capacities, and service levels at up to four major intersections.

- Identify overloaded roadways, critical intersections, safety problems, impacts on transit operations and use, truck traffic, pedestrian/traffic conflicts, and other relevant factors.

Mitigation Measures

- Identify mitigation measures for adverse traffic impacts such as traffic operational needs at critical intersections, traffic restrictions, transit services, parking management, or others. These could include specific measures to revise traffic flows, widen or close streets, restrict parking, and to coordinate transportation and land development. Also, street design treatments will be developed to mitigate adverse impacts of traffic on environmental conditions in residential areas (such as loss of privacy, noise, or property accessibility).

Noise

Background Report/Setting

- Review existing noise contour maps and data for Lodi.
- Review highway noise contour maps or other noise studies available from the City, County, and Caltrans.
- Review the City's Noise Element or any related ordinances.
- Identify specific uses in the study area that are significant noise generators. This information will be obtained from City planning staff. Representatives of selected companies may be consulted.
- Identify and characterize railroad operations in the study area; include their frequency of use, their speeds, and type of operation. Interviews with railroad officials may be necessary.
- Present all available existing noise data in the EIR in the form of contour maps or tables, as appropriate.

Impacts

- Determine future noise levels along major roadways, and at critical intersections using the Federal Highway Administration's traffic noise prediction model.
- Identify potential noise impacts on residential areas from increased traffic and railroad operations, industrial construction, or other potentially incompatible noise generators.
- Determine the consistency of the alternatives with City, County, and state noise policies, standards, and regulations.
- Summarize projected noise levels on a noise contour map or in tabular form as appropriate.

Mitigation Measures

- Recommend needed mitigation measures such as construction of noise barriers, incorporation of noise insulation features in construction, implementation of noise reduction measures during construction phases, and juxtaposition of land uses to avoid conflicts between sensitive receptors and noise sources.

Infrastructure and Public Services

Jones & Stokes Associates will determine the setting, impacts, and necessary mitigation measures for each of the following facilities and services. Background technical data will be based on studies being performed by Lodi's consulting engineers (Black & Veatch and Psomas & Associates).

- Water
- Police
- Fire
- Sewer
- Drainage
- Solid waste
- Schools
- Parks and open space

Background Report/Setting

- Review data from various engineering reports.
- Contact City of Lodi service providers to determine the extent of their service area and existing facilities in study area; prepare maps showing service areas and facilities in the Plan area.
- Describe the design capacity of existing facilities and the extent to which they are being utilized at the present time.
- Describe problems with existing facilities.
- Identify any proposed improvements to the system or expansion of service areas.

Impacts

- Using information from the Land Use and Employment, Population and Housing sections of the EIR, determine build-out holding capacities based on acreage, population, and other factors.
- For each service or facility, determine the generation factors that the provider uses to calculate facility usage (for example, the number of gallons of water consumed per person for residential uses or per acre for commercial and industrial uses).
- If the provider does not have a generation factor, develop such factors from standard sources such as state agencies or industry associations.

- Apply the appropriate generation factors to the unit of measurement under build-out for each alternative.

- Discuss these results with the providers to determine the ability of the existing system to accommodate the new demand.

- If the system cannot adequately handle the increased demand, determine needed system improvements.

- Compare the projected impact on the service system with adopted policies to determine the consistency of the proposed project with these policies.

Mitigation Measures

- Based on the unmet need for new facilities or services, develop concepts for improving the system within the study area.

- Develop a list of needed improvements.

- Describe, in general terms, the needed mechanisms for financing needed improvements.

Aesthetics/Community Character

Background Report/Setting

- Conduct a "windshield" or walking survey of the study area.

- Describe its current visual character both photographically and narratively. Specific emphasis will be placed on identifying aesthetic "problems" such as blighted areas and "unattractive" multi-family buildings.

- Describe the general physical and social character of the study area.

Impacts

- Evaluate the potential adverse effects under each alternative that proposed growth has on the visual quality of the area. Assess the ability of the alternatives to address existing and anticipated aesthetic problems facing the community.

Mitigation Measures

- Recommend additional measures to reduce neighborhood blight and otherwise improve the appearance of the study area, such as additional design review standards.

Fiscal Analysis

(Information on costs of infrastructure will be based on estimates provided by Lodi's Consulting Engineers.)

Background Report/Setting

- Describe the City's financial structure including funding responsibility for capital improvements and service provision for new developments in the study area.

- Categorize service departments by type of funding mechanism, such as enterprise or general fund.

Impacts

- Determine the fiscal impact of build-out under the proposed alternatives by comparing anticipated City costs (both one-time and incremental) with projected revenue generation.

- Estimate the cost impacts to service-providing City departments.

- Contact each service department to estimate average incremental operating costs associated with providing the study area with service under each alternative.

- Summarize, from engineers' reports, the local government share of planned capital improvements.

- Calculate one-time revenues such as building permit fees, construction fees, and other assessments based on formulas obtained by the City.

- Estimate recurring revenues such as property taxes, sales taxes, licenses, and permit fees based on anticipated market conditions (i.e., sales price of new homes, annual sales estimates per square foot of apartments, and on interviews with City revenue collection officials).

- Present data in tables so that the costs and revenues of the various alternatives may be easily compared.

Mitigation Measures

- Identify and evaluate alternative mechanisms to fund capital improvements and service delivery.

IV. SCHEDULE

The following is a tentative schedule for completion of the Lodi Residential Density Study.

Phase	Week Completed
Project Initiation	1
Issue Identification	4
Data Collection	10
Planning Options	14
EIR Scoping	16
Administrative Draft EIR	22
Draft EIR	24
Final EIR	28
Implementation Plan	32

V. COST ESTIMATE

The Jones & Stokes Associates cost estimate for completing the scope of work described in this proposal is presented in the following table. Level-of-effort assumptions are contained in the scope of work and direct expense assumptions presented in the table. If scope adjustments are recommended after review of this proposal, costs will be adjusted accordingly. Efforts beyond the scope of this cost proposal would be undertaken only after written authorization by project applicant.

Jones & Stokes Associates proposes to execute a contract with the City of Lodi based on time and materials not to exceed the estimated cost.

LODI RESIDENTIAL DENSITY STUDY COST ESTIMATE

PHASE	TECHNICAL STAFF HOURS									PRODUCTION STAFF HOURS				GRAND
	BASS	MCBRIDE	GLINES	DEMOS	SMITH	WEGGE	SPENCER	SCULLEY	SUBTOTAL	WORD PROC	EDITOR	GRAPHICS	SUBTOTAL	TOTAL
PHASE II: INITIATION	32	32	4	4	4	4	4		72	8	4		12	
PHASE III: ISSUE IDENTIFICATION	24	32	4	4	4	4	4		76	8	4		12	
PHASE III: DATA COLLECTION										32	16	20	68	
LAND USE		16		40					56					
INFRASTRUCTURE			64				8		72					
POPULATION EMPLOYMENT/HOUSING				48					48					
TRAFFIC					48				48					
AESTHETICS/NEIGHBORHOOD CHARACTER		24							24					
FISCAL						40			40					
NOISE								16	16					
MANAGEMENT AND COORDINATION	16	24							40					
PHASE IV: PLANNING OPTIONS	16	40	8	8	8	8	4		92	16	8		24	
PHASE V: EIR SCOPING	8	16	8						32	32	16	20	68	
PHASE VI: DEIR														
ALTERNATIVES		16							16					
LAND USE				48					48					
INFRASTRUCTURE			64						64					
POPULATION/EMPLOYMENT/HOUSING				64					64					
TRAFFIC					60				60					
AESTHETICS/NEIGHBORHOOD CHARACTER		48							48					
FISCAL						60			60					
NOISE								24	24					
MANAGEMENT AND COORDINATION	16	48							64					
PHASE VII: DEIR	8	8	4	4	4	4	4	4	40	16	8		24	
PHASE VIII: FEIR	8	24	4	8	8	8	4	8	72	16	8		24	
PHASE IX: IMPLEMENTATION	40	40							80					
TOTAL HOURS	156	360	164	212	156	148	28	46	1,272	136	64	40	232	
HOURLY RATE	$58	$35	$30	$34	$48	$42	$68	$48		$23	$23	$23		
LABOR COST SUBTOTALS	$9,048	$12,600	$4,920	$5,088	$7,488	$6,216	$1,904	$2,208	$49,572	$3,944	$1,472	$920	$5,336	$54,904
DIRECT EXPENSES														
TRAVEL	20 TRIPS @ 75 MILES @ .23 PER MILE								$345					
PER DIEM AND EXPENSES									$500					
COMPUTER TIME	60 HOURS @ $12 PER HOUR								$360					
REPRODUCTION									$1,130					
MISCELLANEOUS	AERIAL, DELIVERY, ETC.								$500					
DIRECT EXPENSE SUBTOTAL														$3,425
TOTAL COST														$58,329